DOCUMENT RESUME

ED 170 953 EA 011 753

AUTHOR Miklos, E.
TITLE An International Perspective of Pre-Service Preparatory Programs in Educational Administration.
PUB DATE 12 Apr 79
NOTE 21p.; Paper presented at the Annual Meeting of the American Educational Research Association (San Francisco, California, April 8-12, 1979)

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS *Administrator Education; Comparative Analysis; *Comparative Education; Foreign Countries; Graduate Study; Higher Education; Program Content; Student Characteristics; Teaching Methods
IDENTIFIERS *Australia; *Canada; *Great Britain; *New Zealand; United States

ABSTRACT

A comparative analysis of preparatory programs for educational administrators in Australia, Britain, Canada, and New Zealand is presented in this paper. The purposes of the paper are to describe similarities and differences in educational administration programs, to compare selected characteristics of programs in these countries with programs in the United States, and to identify common concerns that may merit further attention. Characteristics of programs compared include stage of development, enrollments, type of students, program content and structure, and instructional methods. These countries all participated in the parallel studies of preparatory programs initiated by the Commonwealth Council for Educational Administration and the University Council for Educational Administration and conducted by researchers in each of the five countries. This paper draws on the reports of those studies submitted to the 1978 International Intervisitation Program at Vancouver, British Columbia, in May, 1978. (Author/JM)

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AN INTERNATIONAL PERSPECTIVE OF PRE-SERVICE PREPARATORY PROGRAMS IN EDUCATIONAL ADMINISTRATION

E. Miklos
University of Alberta

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Paper Presented at the Annual Meeting of
the American Educational Research Association
San Francisco, April 12, 1979

EA 011 753

The study of educational administration and formal preparatory programs for educational administrators have now reached a sufficiently advanced stage in a number of countries to permit a limited comparative analysis. In this paper attention is focused on preparatory programs in Australia, Britain, Canada and New Zealand. The purposes of the paper are (1) to describe similarities and differences in characteristics of educational administration programs; (2) to compare selected characteristics of programs in these countries with programs in the United States; and (3) to identify common concerns which may merit further attention. These five countries all participated in the parallel studies of preparatory programs which were initiated by the Commonwealth Council for Educational Administration and the University Council for Educational Administration and which were conducted by researchers in each of the five countries. This paper draws on the reports of those studies submitted to the 1978 International Intervisitation Program at Vancouver, Canada, in May, 1978; the five reports are identified in the list of references.

CHARACTERISTICS OF PROGRAMS

The opportunities for the study of educational administration in Canada, Australia, Britain and New Zealand have increased substantially over the past 20 years; growth in the last decade has been particularly rapid. Today a variety of preparatory and in-service courses are offered by post-secondary institutions, education departments and professional societies in each country. The diversity of programs and activities within any one country makes any generalizations about the stage of development somewhat hazardous and comparisons between them subject to considerable error. Nevertheless, there do appear to be significant differences between countries in the general

orientation and substance of preparatory programs. Some of these differences as well as similarities are outlined below.

Stage of Development

If the length of time that programs have been in existence can be used as an indicator of the present stage of development, then the initiation of such programs becomes relevant. In Canada the first graduate program in educational administration was established in 1956 at the University of Alberta. A comparable date for Australia is 1959 when a program was introduced at the University of New England. During the early 1960s a program was developed at the University of London Institute of Education to launch the formal study of educational administration in Britain, while in New Zealand a program was initiated at Victoria University in 1967. Today more than one-half of the universities in each country offer courses and programs in educational administration. Such programs are available in approximately 30 universities in Canada, 12 in Australia, 25 in Britain and three in New Zealand (Miklos & Nixon, 1978; Thomas, 1978; Baron & Hughes, 1978; Marshall, 1978). In addition other post-secondary institutions -- colleges of advanced education in Australia, the polytechnics in Britain, and teachers' colleges in New Zealand -- are involved both in formal courses of studies and in-service activities.

A general impression gained from descriptions of educational administration programs is that university-based programs are more firmly established in Australia and Canada than they are in Britain and New Zealand. In Canada the majority of the programs are offered by a distinct department within a faculty of education. For Australia Thomas (1978) reports that only one university has virtually a department of educational administration while the others are programs or areas within education departments. Baron and

Hughes (1978) report that there are only four substantial departments of educational administration in England and two in Scotland. Selected aspects of the stage of development of programs in the four countries are summarized in Table 1.

Programs and Enrolments

As outlined in Table 1, the offerings in educational administration in the four countries range from courses that may be taken as electives on a bachelor's program through to the doctorate. Only in New Zealand are the programs limited to a post-graduate diploma; the full range of programs is available in the other three countries. In Canada pre-master's diplomas are offered at 13 universities while master's programs are offered by 27 and doctoral programs by nine. Some institutions offer programs at two or all three levels of study.

Specialization in educational administration in Australia is possible at the bachelor's, the graduate diploma, the master's and doctoral levels. The Ph.D. is offered by eight universities, the master's by 11, the graduate diploma by three and the B.Ed. by five universities. Eleven of the advanced colleges of education offer a graduate diploma, one offers a B.Ed. and two the master's degree.

All three levels -- diploma, master's and doctorate -- are offered by universities in Britain with main emphasis on the master's; courses are also available as electives on some bachelor's programs. At the doctoral level, programs with specialization in educational administration are available in some departments of public administration, sociology and economics as well as in educational administration departments.

Table 1. Development and Current Stage of Preparatory Programs in Canada, Australia, Britain and New Zealand

	Development	Programs and Enrolments
CANADA	- specialized programs developed since 1956 - 29 of 43 degree-granting institutions offer programs at one or more levels - size ranges to more than 20 staff members - usually a distinct department within education faculty	- pre-master's, master's and doctoral programs in 13, 27 and 9 universities respectively - total enrolments approximately 3,000 master's and 175 doctoral - only about 10 percent of master's candidates are full-time
AUSTRALIA	Universities - programs developed since 1959 - 12 of 19 universities offer programs or courses - departments not as common as courses, areas or programs within education	- programs available at B.Ed. (graduate or undergraduate), master's and Ph.D. levels (no Ed.D. or Specialist) - number of programs: 8 - Ph.D., 11 - master's, 5 - B.Ed., and 3 - Dip. Grad. - enrolments total approximately 600 at pre-master's, 500 at master's and 50 at Ph.D. levels - ratio of full-time to part time 1:20
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	Colleges of Advanced Education - 25 of 84 colleges of advanced education offer courses or programs - 13 offer distinct programs at baccalaureate or diploma levels, and 12 as components of other programs - usually in an education department but also in some noneducation	- graduate diploma offered by 11, the B.Ed. by one, two offer a master's - diplomas are either graduate or undergraduate - total enrolment is approximately 1,000; ratio of full-time to part-time is about 1:100
BRITAIN	- programs have developed since the early 1960s - now courses or programs are offered by 24 of 44 universities, 13 of 30 polytechnics plus other colleges - four main departments in England and two in Scotland	- diploma, master's and doctoral programs are available - Ph.D. also available within social and public administration, sociology, economics departments - variety of conferences, seminars, short courses
NEW ZEALAND	- programs developed since the mid-1960s with major developments in the 1970s - three of six universities recently expanded offerings - teachers' colleges and Education Department also active	- teachers' college courses and seminars; correspondence courses by Education Department - universities offer a post-graduate diploma; no master's at present time

Interest in graduate programs is at a high level, and where opportunities for formal studies are limited as in New Zealand the demand may exceed capacity. Approximately 3,000 master's and 175 doctoral candidates were enrolled in Canadian universities in 1977. The numbers enrolled in Australian universities were 600 pre-master's, 500 master's and 50 Ph.D. for the same year. In all four countries the vast majority of the students are enrolled on a part-time basis. The highest proportion of full-time students appears to be in Canada, and that is only about 10 percent.

Characteristics of Students

The majority of students in all four countries are practicing educators who are combining study with full-time employment. In Britain and New Zealand the students are much more likely to be administrators than teachers who are preparing themselves for administrative posts. The probability that teachers who do not hold administrative responsibilities would undertake graduate study seems to be higher in Australia and Canada.

One common characteristic of students in the four settings, as indicated in Table 2, is that only a small proportion are without teacher training and some professional -- teaching if not teaching and administrative -- experience. The minority who do not have this background are likely associated with education in health services or government. The main admission criteria are academic standing and professional background. Program descriptions do not give any indication that emphasis is placed on assessing the administrative potential of those who do not already hold such posts prior to admission. In some of the Australian colleges of advanced education, considerable importance is attached to suitable work experience.

Table 2. Admission Criteria and Characteristics of Students in Four Countries

Country	Characteristic
CANADA	- grade point average and letters of recommendation are most frequently used selection criteria - professional experience considered - most students are local, part-time - master's generally find school-level posts while doctoral graduates go to universities, colleges and education departments
AUSTRALIA	Universities - admission criteria include teacher training, professional experience, and academic standing - about two-thirds employed by state departments as teachers or administrators - others include lecturers, staff training personnel from business industry and government departments . . . . . . Colleges of Advanced Education - most part-time students have teacher training - about three-quarters employed as teachers or administrators - one-quarter are involved with education in some way in professions such as nursing, higher education, or armed forces - work experience required may be as high as five years
BRITAIN	- emphasis on serving mature professionals who hold or are likely to hold administrative posts - most are practicing school administrators; few without either teaching or administrative experience - some programs serve overseas students
NEW ZEALAND	- mainly part-time students who enrol in two- or three-year programs of study while employed - demand for opportunities to study exceeds resources and programs available

Since the majority of students are already practicing educators, placement has not been a problem in any of the four countries. Those already employed as teachers evidently continue until they are successful in an application. The diploma and master's graduates usually find school level posts while the doctorate leads to academic appointments or administrative posts at other levels.

Program Content and Structure

The elements of programs of study bear a high degree of similarity across the four countries; however, there are also differences in emphasis and orientation as is suggested by Table 3. Topics such as administrative theory, leadership, policymaking, educational planning and so forth appear in nearly all courses or programs at various levels. Differences probably enter into specific content and whether the course is conceptual or technical, theoretical or applied in orientation.

According to Baron and Hughes (1978) the main thrust of developments in educational administration in Britain is to improve practice. A similar practical or applied orientation comes through in the description of courses in New Zealand. Although the programs in Australia and Canada generally would appear to strive for a balanced orientation, there probably are differences between programs and institutions. Canadian graduate students perceive an emphasis on conceptual and human relations skills rather than on technical skills.

In Britain the study of educational administration draws on the fields of public and social administration and on management in the industrial and commercial sectors resulting in a blending of the two orientations. Changes in the structure of local government have tended to bring about a closer

Table 3. Structure and Content of Educational Administration Programs in Four Countries

Canada	Australia	Britain	New Zealand
- emphasis on conceptual and human relations skills - topics stressed include administrative theory, decision making, leadership - few requirements outside of educational administration - master's programs are either course or course plus thesis - one-half of master's candidates have no research project - majority of programs do not require participation in field experiences - few master's programs have full-time residency but doctoral do have - doctoral programs consist of course work plus thesis - students spend a high proportion of time in formal studies - instruction by discussion, lecture and independent study - case studies most common form of simulation	- variations in emphasis at master's level - topics stressed include planning and policy, organization theory and research methodology - colleges of advanced education show concern for both theoretical and practical; some stress one more than the other - master's programs tend to have thesis requirement, some are by thesis only - only two universities offer course only master's program - Ph.D. is typically research and thesis without coursework - lectures and seminars frequently used - case studies, role playing, in-basket main simulations used in teaching	- general orientation is to improve administrative practice - educational administration a blend of public and industrial administration - topics emphasized include administrative theory, political theory, organizational analysis and finance, planning - polytechnics tend to emphasize management, a generalist approach with close links to local government - participative modes of teaching are used - structured discussion but also case studies and simulations	- topics include papers on instructional leadership, theory and process in school administration, planning and educational management - teachers' colleges provide practical courses - Department offers correspondence courses

linking of education and public administration than is the case elsewhere. Baron and Hughes (1978) report that the polytechnics, in particular, tend to emphasize management aspects and to adopt a more generalist approach to administration. Some of the programs in Britain are designed specifically to serve the needs of overseas students mainly from developing countries.

In the early stages of the development of educational administration in Canadian universities, the master's program usually consisted of course work and thesis. Recently the courses only program has become an alternative route in most universities and the only route to the master's degree in some. At the present time only about one-half of the students in master's programs are likely to do a research project as part of their programs. The thesis is usually required on master's programs in Australia and some programs involve thesis only. According to Thomas (1978) only two degree programs -- the M.Ed. Admin. (Hons.) at the University of New England and an M.Ed. route at the University of Western Australia -- are by courses only.

The extent to which course work is included in doctoral programs varies. In Canada doctoral requirements include both course work and thesis research. However, in Australia the Ph.D. in educational administration is typically by research and thesis only without a course component.

In keeping with other characteristics, full-time studies on campus is not a distinctive feature of programs below the doctoral level. The majority of programs in Canada do not have a full-time residency requirement, although some universities have retained this feature. In other countries the emphasis seems to be on off-campus teaching through development of external programs in Australia and correspondence courses in New Zealand, for example.

Instructional Methods

The approaches used in teaching educational administration appear to be highly similar across the four countries. In all types of programs instructors appear to place greatest reliance on lecture and discussion, with the latter being used to a greater extent than the former. Simulations are generally limited to case studies, role playing and in-basket exercises. Indications from the various reports suggest that students in all countries could complete graduate programs without encountering other than the standard approaches to teaching. Even where more innovative teaching strategies are used, these would appear to form only a minor portion of instructional activities.

Given the background of students, it is understandable that field experiences and internships are not prominent among the learning activities in educational administration programs. Recruitment of candidates who already hold administrative posts and the predominance of part-time students in programs seem to justify the extent to which formal studies are emphasized.

Program Changes

Recent and proposed program changes reported for the four countries suggest a continuation of the evolutionary development of educational administration rather than any major shifts in direction. In Canada, the most frequently reported changes by department chairpersons were in course content and instructional methods. The structure of programs -- required and elective courses, research requirements, and others -- are also undergoing modification. In the recent study (Miklos & Nixon, 1978) a number of chairpersons identified recruitment and admission as areas needing attention. Similar developments were reported by Thomas (1978) for Australia with perhaps increased emphasis

on developing programs for external students. In New Zealand some special topics within educational administration are being developed but the direction of developments, other than the efforts to increase opportunities, is not clear. The situation is somewhat similar in Britain even though there is a variety of approaches to the study of administration. Baron and Hughes (1978) suggest that there appears to be a need for a coherent national strategy and that it may be desirable to have a more unified approach than exists at present.

COMPARISONS WITH PROGRAMS IN THE UNITED STATES

The study of educational administration and the formal preparation of administrators have a much longer history in the United States than in the four countries described in the preceding sections. Developments in Canada, Australia, Britain and New Zealand have been influenced by these programs of study and related scholarly activity. However, these developments are also marked by differences that result from the variations in context and the unique character of education and the administration of education. Of the four countries, Canada would seem to be the most similar to the United States in terms of the characteristics of graduate programs while New Zealand and Britain would appear to be the most dissimilar. On a number of characteristics, Australia would probably fall somewhere in between the extremes.

In view of the great variations within any one country, the comparison of similarities and differences must be kept at a fairly general level. Furthermore, similarities are likely to be of less interest than differences. For that reason the purpose of this paper will be best served by highlighting some of the differences that exist between the characteristics of programs in the United States and one or more of the other countries. A number of these are

summarized below:

1. Unlike the majority of states in the United States, most of the educational systems in the four countries do not have a formal certification requirement for educational administrators. The programs of study and inservice educational activities have developed in the absence of any specific training requirements. High demand for these programs must be attributed to a variety of factors which will include the expectation that formal study will facilitate either entry into administration or mobility within the administrative structure, or contribute to improved practice. The programs serve practicing professionals many of who already hold administrative posts, at least in the early stages of the development of administration programs; therefore, for many students they are not preparatory other than in the sense of preparatory for improved administration or improved qualifications for other administrative posts.

2. In a number of the countries, activities that can be defined as administrator preparation appear to be more diffuse than they are in Canada or the United States, particularly in terms of the variety of institutions involved. In the Baron and Hughes (1978) report mention is made of the universities, polytechnics, further education colleges and colleges of advanced education which are all involved in some form of preparation or inservice training activities for administrators in Britain. The scene is somewhat complicated in Australia by the activities of the colleges of advanced education and the education departments in some states. In New Zealand, the universities, some teachers' colleges and the education department are all active in education activities for administrators. Although universities and institutions with university status do not have a monopoly on administrator preparation in Canada and the United States, the locus of responsibility for administration programs seems to be more clearly defined.

3. Unlike the United States where the master's degree is the lowest qualification, the four Commonwealth countries provide for formal study at the pre-master's level either as courses towards a bachelor's degree or as undergraduate and graduate diplomas. These programs provide for initial study under circumstances where the requirements for the graduate degree -- residency or full-time study, research components, and other conditions -- might make it difficult for such programs to become established.

4. Two fairly common programs of study in the United States have as yet not developed in the four Commonwealth countries to any great extent. These are the Ed.D. and the Specialists or sixth year which are not offered in two countries that do offer programs to the doctoral level, namely, Australia and Britain. Only two Canadian universities offer the Ed.D. degree and none offer a program intermediary between the master's and doctorate, although this is under consideration in at least one university.

5. A research requirement in the form of a thesis seems to be a more significant component of master's and doctoral programs in Australia and Britain than it is in Canada and the United States. Although doctoral programs in all countries include a research requirement, the Ph.D. in Australia and Britain may consist of thesis research only without any coursework while doctoral programs in Canada usually include a course component. At the master's level the thesis is more common in Australia and Britain than it is in Canada. Although master's programs in Canada are likely to have required research courses and provision for individual research activity, the thesis as a formal requirement remains in only a minority of programs. Even where a thesis requirement does exist, there is likely to be an alternate route.

A discussion of the bases for these differences is beyond the scope of this paper. Some of them clearly relate to characteristics of the educational

system and views about preparing for administrative responsibilities; others appear to result from differences in academic traditions surrounding graduate programs in professional fields.

SOME COMMON CHALLENGES

In the report of the United States study Silver asks "Are there promising procedures and practices in Commonwealth nations that we should attempt to adapt in the United States?" (Silver & Spuck, 1978, pp. 213-214). Similar questions could be phrased for any of the other countries. Although the information available does not permit definitive judgments about the desirability of particular practices, there are indications of common problems or challenges on which some exchange of information or cooperative efforts might be productive. A number of these are outlined below.

1. The proportion of part-time students is high in all countries, and there is no indication that this situation will change in the near future. Indeed, if there is to be any change it will likely be in the direction of reduced full-time study requirements. Consequently, designing appropriate programs of study for part-time students is a common problem which merits careful attention if the quality of learning activities is to be maintained or improved. All five countries have a background of experience in providing programs for students who are also employed but the nature of the experience differs. Exchange of information about such activities as the external programs in Australia, correspondence courses in New Zealand, and day release programs in Britain might stimulate evaluation and re-examination of present practices in an attempt to develop more effective programs.

2. Descriptions of programs in all five countries mention the heavy reliance which instructors place on the more or less standard techniques of

lecture and discussion. Although mention is made of various forms of simulation, these do not seem to have developed to the extent that was anticipated when they were introduced. This raises questions about the reasons for such limited use. Is discussion the most suitable way to learn the concepts included in graduate programs? How might greater individualization be achieved? What views do instructors and students hold concerning the effective means for learning about administration and learning how to perform as an administrator? There may be sufficient variation in practices across countries to warrant a comparative analysis. If there is not such variation, then there may be a common problem that warrants general attention.

3. The emergence of literature on educational administration in the different countries opens the possibility for differences in the definitions of the field of study. Such differences would also be reflected in the substance of the courses which may bear similar titles; for example, educational management or educational planning may have important different emphases in different contexts. The Baron and Hughes (1978) report suggests that the study of educational administration has a broader base in Britain than in other countries due to closer links with public administration and a pragmatic orientation. Similar types of differences, probably subtle in nature, may be emerging in other countries. Studies of these differences would be instructive for those who are concerned about defining the field in relation to developing preparation programs.

4. Administrator preparation programs in each country are evolving in response to pressures both within and outside of the profession. The problems and issues being faced in one context may not have surfaced as yet in another or may have already been resolved. Although there is the danger that the

problems of others may blind us to our own and that inappropriate solutions may be imported, the potential benefits of looking beyond our borders probably outweigh the risks. Consequently, efforts to bring about a more unified approach in the development of administrator preparation in Britain, of balance in orientation of Canadian programs, of relationship of university to college programs in Australia and of developing graduate programs in New Zealand may have relevance for all countries. The manner in which each country adjusts to these conditions and changing circumstances would seem to be information that is worthwhile sharing.

CONCLUSION

One of the problems encountered in developing an international perspective on any topic is that of incomplete data. Although a substantial amount of information resulted from the five parallel studies, the broad survey approach adapted to the characteristics of each country limits the extent to which comparative analyses can be carried out and increases the probability of distortion and error. Even a superficial analysis has, however, identified common problems and also some differences which merit further examination. As a result of the initial surveys it is also possible to specify more precisely just what questions should be asked in different countries. Future research activities could be more focused either by using a standardized format to whatever extent is possible or by specifying the questions and adapting the means for collecting the information to each particular country. A combination of these two, and possibly other alternatives, might be considered by those interested in further research.

Future studies might also focus more on the definition and substance of administrative studies in different contexts rather than on the structure and

mechanics of programs. There is some danger that focusing attention on the framework may distract attention from important differences in substance. Attempting to get at these differences may be more challenging than examining the framework. Such an approach would be consistent with the current concern about the definition of the field of study, the means for conceptualizing administration and the means for learning about the practice of educational administration.

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